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U.S. DEPARTMENT OF AGRICULTURE / APRIL 1964

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**EXTENSION SERVICE**

# REVIEW

**RESOURCE  
DEVELOPMENT  
AND  
PUBLIC  
AFFAIRS**



U. S. DEPT. OF AGRICULTURE  
NATIONAL AGRICULTURAL

APR 6 - 1964

CURRENT SERIAL RESOURCES



*The Extension Service Review is for Extension educators—in County, State, and Federal Extension agencies—who work directly or indirectly to help people learn how to use the newest findings in agriculture and home economics research to bring about a more abundant life for themselves and their communities.*

*The Review offers the Extension worker, in his role of educational leader, professional guideposts, new routes and tools for speedier, more successful endeavor. Through this exchange of methods, tried and found successful by Extension agents, the Review serves as a source of ideas and useful information on how to reach people and thus help them utilize more fully their own resources, to farm more efficiently, and to make the home and community a better place to live.*

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## EXTENSION SERVICE

# REVIEW

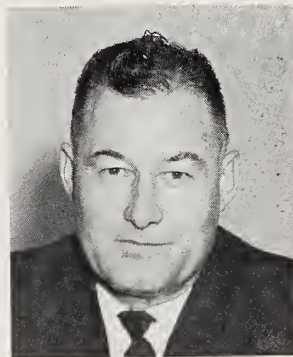
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## NEW DEPUTY ADMINISTRATOR



John A. Cox of Louisiana was recently named Deputy Administrator of the Federal Extension Service.

The new deputy administrator has been director of the Louisiana Cooperative Extension Service since August 1961. Prior to that, Mr. Cox served 12 years as horticulturist and 3 years as State Agent on the Louisiana Extension staff.

Mr. Cox was born near Winnsboro, Texas and raised on a farm in the vicinity of Mira, La. He holds B.S. and M.S. degrees in horticulture from Louisiana State University and has

taken additional graduate work at LSU, the University of Arkansas, and Colorado State University.

More than 20 agricultural bulletins have been authored or co-authored by Mr. Cox. He is a member of the American Society for Horticultural Science, American Institute of Biological Science, the Louisiana Academy of Science, Association of Southern Agricultural Workers, The Army and Navy Legion of Valor, and many other associations.

Mr. Cox served in the U.S. Army during World War II. He was awarded the Distinguished Service Cross for extraordinary heroism, the Silver Star for gallantry in action, two Bronze Star Medals for meritorious achievement and action in ground combat, and two Purple Heart awards.

# Public Affairs Education in Extension

by E. C. WEITZELL, *Director, Division of Resource Development and Public Affairs, Federal Extension Service*

**P**UBLIC affairs education is not new to Cooperative Extension. For more than 40 years, county agents and State specialists have administered various types of economic outlook information.

The concept of *public affairs* education derives from the *interests of many people* in certain questions or issues. Public interest attends the need for group decisions or the interaction of the thinking of many individuals to produce a result consistent with the common good. Intelligent and sound decisions on many new problems and issues which face rural people is one of Extension's greatest challenges.

The extremely rapid growth of technology in every facet of rural life, even to the types of soaps that we use to wash the dishes, and the tremendous increase in population, will bring even more perplexing problems during the years ahead. Problems of urbanization, rural zoning, school district consolidation, vocational training and retraining, taxation, sanitation, water supplies, chemical pesticides, and unemployment are only a few of the local issues causing deep concern in many communities today. Who is to provide the educational guidance needed as a basis for understanding and sound decision making regarding these matters? Cooperative Extension is the only educational institution available *now* to meet these needs.

Farmers need to understand those problems generated by agriculture, in terms of their relationship to the economy as a whole. They need to understand the problems of the non-farm economy as well. Business leaders and nonfarm people generally need to have a more accurate image and understanding of farm policies and programs. This is especially true as farmers slip to less than 5 percent of a total population having many needs to share in a tight National budget. As the *educational arm* of Agriculture, it is Cooperative Extension that will do this job.

The 1958 Statement of Scope and Responsibility of Cooperative Extension recognized this increasingly important part of Extension's job. It pointed out: "The increasingly complex interdependence of agriculture and other segments of our economy is causing rural people to have a greater and more definitive concern with public affairs issues that bear directly upon their welfare. They are turning to the Extension Service, as a readily available informal educational Service, for help in acquiring facts and for methods of analyzing and appraising such facts. . . . Extension has an important obligation in this area and a responsibility to help farm people understand issues affecting them. . . ."

Meeting this obligation immediately suggests the need for utilizing many talents and disciplines. As new problems appear and other become more complex, additional competencies are needed. The task of Extension public affairs specialists is one of organizing and programing the several competencies and disciplines into an effective and objective communication team.

For example, educational programs concerning wheat policy may involve economists, agronomists, and farm management specialists. For matters concerning local government, political scientists, tax economists, educators, and zoning experts may be essential to an adequate presentation.

An effective public affairs program must reach a large majority of the intended audience. In order to do so with the limited resources available to Extension, many successful public affairs programs are focused first to opinion leaders who will in turn bring facts and objective analyses to others through all types of organizations and contacts. The 1964 "Operation Advance" program conducted by the New York Extension Service will have more than 50,000 participating opinion leaders. With this participation at the county level, substantial influence can be brought

to the understanding and thinking of more rural people.

In public affairs education, Extension often deals with issues in which pressure group interests may be in conflict. In fact, most public affairs may be controversial. This means that program materials must be carefully and objectively prepared, and program leaders must subordinate their personal prejudices and commitments. The aim is not to tell people what is "right and wrong," but to impart facts and analytical guidance that will enable them to make their own judgments and decisions. In this respect, it was gratifying to review the materials produced by the States in connection with the 1964 wheat referendum.

As Cooperative Extension prepares to fulfill the need for an increasingly large public affairs role, most Extension specialists and other University staff members will be involved. Entomologists, chemists, agronomists, and home economists will participate in efforts to aid the public understand the use of agricultural chemicals. Farm policy and programs will involve most competencies in the Colleges of Agriculture, while resource development may draw on disciplines throughout the University.

The ideas expressed here are not particularly new, but they need to be reviewed periodically. It is suggested that Extension administrators, program leaders, and public affairs specialists may find substantial guidance in the reexamination of "A Guide to Extension Programs for the Future." This Guide is based on the "Scope" report and the Public Affairs section justifies frequent reference, especially as new staff members are trained and oriented as public affairs specialists. The committee that prepared the report concluded its introductory statement by observing: "This is a form of help which responsible citizens need and appreciate. It offers a challenge to which Extension can and should respond vigorously." ■



# Getting At Social Factors and Human Development In Program Planning

by E. J. NIEDERFRANK

*Rural Sociologist, Federal Extension Service*

and DARYL K. HEASLEY

*Rural Sociologist, Pennsylvania Extension Service*

EXTENSION workers and volunteer leaders in planning committees are accustomed to assembling and studying agricultural statistics—percent of farms with electricity and water systems, trends in the farm population, and other data on the farm and home.

But economic problems, community conditions, and human development situations are much more difficult to get at; and therefore, are frequently neglected or slighted in program planning. However, the basic concern must be for the welfare of the people and to help them improve their lot. This is the difference between a *people-centered* program geared to human development and one that is only *subject-centered*.

Our role is changing from informing people about pre-determined practices to one of teaching problem solving. But how do we go about such program planning? What should a county planning committee or resource development committee consider, and how?

Rationale comes first. Actually we have no standard criteria or list of items about community living and human development to be used in all situations. Such an approach would be unsound. There are, however, certain basic areas affecting both human development and employability which may serve as guidelines.

Years ago E. L. Kirkpatrick wrote a book and several bulletins on standards of living, based on his research about family activities and expenditures for different items such as *food, clothing, housing, education, health, religion, recreation, and social life*. Out of such studies came a comprehensive bulletin published in 1930, which was prepared by a committee of rural sociologists and other contributors including the USDA. The bulletin was entitled "Standards of Living—Let's Live While We Work."

Since then other researches and writings through the years verify Kirkpatrick's headings as still the important areas of family and community living to plan about today. Youth development, leadership development, and adult education to increase employability are some of the practical sides of these currently receiving attention.

We also know from research and extension experience

that a rise in standards of living, based on one or more motivations, must come before we can expect much rise in levels of living. Thus, we direct educational leadership to helping people lift their standards as well as level of living, and this is part of the function of program planning.

## Social change concept

Program planning in Extension through the years has emphasized the problem-solving process, beginning with identification of real problems or felt needs. However, problems cannot be adequately identified without first studying the situations out of which they arise and the direction in which they are going. This is especially true in resource development and community affairs, where socioeconomic changes characterize most situations.

Therefore, social scientists suggest that in many cases program planning should start with the concept of *social change* in mind, rather than starting with the concept of *problem*. Social change framework provides important apriori analysis. With it you ask these basic questions:

(1) Where have we been? What has been the socioeconomic history of our area? What changes have occurred?

(2) Where are we now? What are recent experiences or occurrences and results? Where does it look like we are heading? What are probable consequences?

(3) Where do we want to go? What do we want to see happen? Why? Toward what goals or objectives do we want to aim for family and community living, or for whatever subject is considered?

(4) What do we need to do to get there? What potentials do we have? What specific problems stand in the way? What are alternative courses of action and resources? Do we have a plan of action?

The accompanying sketch shows this model in simplified form using youth development as the subject. It may be used at various places in program development, perhaps looking first at the total county or area situation in overall perspective. Then use the same questions in analyzing specific situations or subjects,

leading up to identification of real problems, potentials, and specific plans of action that will be effective. Such a line of analysis will provide greater awareness, understanding, and motivation than by starting with only needs or problems.

### Other suggestions

**Delimit or concentrate.** You don't have to cover the whole spectrum of living or organize a raft of committees at the same time. Pinpoint for immediacy. Remember that good program planning with the people is in itself a basic educational process where not only plans are made, but greater understanding, motivation, and leadership are gained as well.

**Study the selected subject areas in depth.** For example, take the education and youth development situation which is especially prominent today. Assemble and study data on such questions as the trends in percentage of young people attending high school; percentage of "dropouts;" percentage going to college or advanced training; percentage with no apparent future plans; or percentage leaving the community, where they went and what they are doing.

These are only some of the significant questions which must not only be raised, but must be answered for continued community understanding of this problem. Answers to these questions either create or answer other questions. For example, are our educational facilities and instruction adequate for providing young people with what they will need tomorrow? What about social opportunities? Do we need adult education? Perhaps, even more important, should local communities attempt to train and hold all their young people? Similar questions could be raised about health, recreation, land-use planning and zoning, and rural-urban cooperation.

The important steps are: (1) To think hard on what are the most significant concerns of people and factors in "our" situation, (2) to assemble facts that bear on these subjects, and (3) to have these facts and ideas well presented and thoroughly discussed in organizations and program planning groups. Emphasize potentials and possibilities, not just needs or problems.

**Organize some of your program development to study the overall situation of different important groups of people in the county, involving leadership from them, rather than studying only subjects or problem areas as such.** For examples, older youth, low-income families, commercial farmers, young families, or the elderly.

**Another approach is to study by communities.** Several years ago Oklahoma began using this method. Extension staff and county program committee members sit down for a day with local leaders community by community. They start with a map of the county and work out the general boundary line of their community; then they discuss the changes that have taken place, progress and problems or concerns, and potentials and goals of the local people. This method produces much useful information for developing an overall, long-range county program, as well as local involvement and leadership. The community development program which has now spread all across the South, affecting nearly 5,000 small local communities, is a similar approach.



**Situation Analysis Model**

Consider the quality of facilities, services, and other community living as well as the quantities and numbers of people participating.

The survey method is being used more and more in Extension program planning and resource development, as a means of determining information about the concerns and conditions of people and of motivating them through involvement.

Local surveys are of two types. One is the general survey which is designed to look at the total county in telescope fashion. The other is the specific subject type, such as that which a special interest committee might make about its particular area of responsibility.

Any of the several suggestions mentioned are effective depending on the situation, and others could be listed. The individual can decide which (or what combination) to use for his particular case. Whatever procedures are used, there are two "musts" in order to make resource development planning most meaningful. You must:

(1) Involve men, women and youth, appropriate to given situations; also especially consider involvement of the young families. In too many cases program development groups are not representative enough to produce the most meaningful and needed types of programs.

(2) Think hard about sources of information for planning and helping carry out programs. Resource development work is teaching Extension workers about better involvement of many resources beyond Extension to get more depth and soundness into analysis and plans. Here is where we ought to be able to provide unique leadership—serving as leaders in planning without having to possess all the facts or do all the teaching.

The future condition for Extension and for Rural America is full of both challenge and opportunity. We must, however, to paraphrase Secretary Freeman, "be concerned with communities as well as commodities if these challenges and opportunities are to be met in meaningful ways." ■

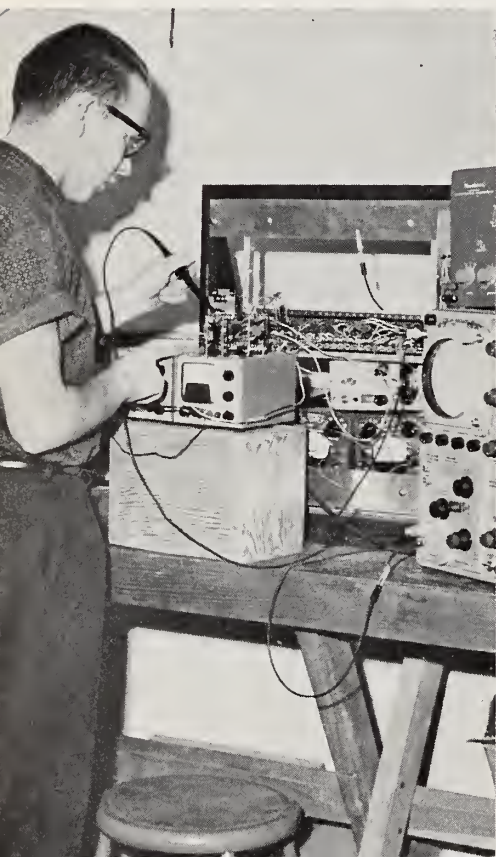


**O**UR FIRST efforts in Montana in undertaking a program in human resource development were related to the Rural Development Program of 1955. Other Montana Extension specialists, including those in human resources, farm management, youth, and RAD have been

# Developing More Power For the Job in Montana

by JOHN C. BOWER  
*Extension Economist  
Montana*

*County RAD committees encourage more vocational training emphasis in our present educational system.*



cooperating on this program in recent years.

In 1959 our Extension economists sponsored a series of 3-day Agricultural Adjustment and Policy meetings for county staff members. Out of these training meetings emerged a vivid picture of the need for a program to increase awareness of the rapidly changing scene in agriculture. It was evident that rural people needed to increase their understanding of non-agricultural changes as well as those in agriculture because many of them, particularly maturing youth, would soon join the nonfarm group.

In 1961 we developed a comprehensive program outline of activities for the State with major emphasis on "Careers For Montana Youth." This was the main theme of the Annual 4-H Congress at which over 500 4-H members from all counties spent a week on the Montana State College campus. It was also a major program topic at the Annual Conference of our Division of Agriculture staff.

At the State level we prepared:

1. a program outline;
2. a 15-page bulletin, "There Is a Job in Your Future;"
3. a 6-page leaflet, "Montana Can Grow;"
4. a 15-minute color film "More Power for the Job;"
5. data pointing up the number of new jobs needed by 1965 and 1970 to accommodate the increasing numbers of maturing youth, by counties;
6. a teaching guide for county and community leaders;
7. magazine and newspaper articles;
8. radio tapes.

Two State-level committees are active in this program. The first is an on-campus committee with representation from the Divisions of Agriculture, Home Economics, and Education, with the purpose of preparing material for an educational program and developing a program of activities for county agents and interested local groups.

The second is a State RAD subcommittee to study the manpower situation in Montana, and encourage the formation of county RAD committees to do the same. Both committees will encourage actions to increase the awareness of rural people, particularly youth, of the changing opportunities for careers in agriculture and non-agriculture. They will also encourage increased empha-

sis on vocational and technical training in our educational system.

As county RAD committees are organized they quickly become aware of the lack of employment opportunities for the increasing numbers of maturing youth. For example, in Carbon County they found that 185 youth would reach age 18 in 1965 and that 65 new jobs would be needed if those wanting jobs were to be accommodated in the county. These facts motivate the committees to explore the opportunity to increase employment and to consider ways and means to provide education, training, and retraining opportunities for the present and potential job seekers.

Statewide, Montana needs a 3 percent annual increase in jobs to accommodate the growing number of youth entering the labor force. Since 1956 average non-agricultural employment in Montana has grown about one-tenth of one percent per year. Farm employment has dropped significantly.

County agents and specialists have developed the program in cooperation with RAD committees, home demonstration clubs, school guidance counselors, teachers, service clubs, State Employment Service, and 4-H Club leaders.

Program content includes encouragement of RAD subcommittees on manpower to study the local manpower situation, education and training needs, and resources available, including special programs such as those of the Area Redevelopment Administration and the Manpower Development and Training Act.

Eleven thousand copies of "There Is A Job in Your Future" have been distributed to high school students, parents, and leaders. Teachers are using them as resource material for classes in career outlook. The film is being used in college classes of students training to be teachers, by high school teachers, and by county agents with 4-H and other youth clubs. Civic groups, RAD committees, and HDA clubs have used the film which has also been sold to other States.

Five thousand copies of the leaflet have been distributed primarily to people playing leadership roles in counties and communities. ■



# The Decisions Program

by ROBERT W. WILCOX  
*Extension Economist*  
and VIRGIL D. KENNEDY  
*Farm Management Specialist*  
Idaho

**T**HE GREAT DECISIONS discussion program or Decisions Program as it was later known was first made available in Idaho during the mid-fifties. The discussion materials and assistance in organization of discussion groups was provided by the Foreign Policy Association. This was supplemented by organizational efforts of the Executive Secretary of the Borah Foundation, an endowed foundation administered by a University of Idaho staff committee. The Agricultural Extension Service became involved as part of the total University effort to make the program available to people in the State.

Extension's effort was confined to organizational and promotional work by two specialists who devote part of their time to public affairs education. The promotional effort took the form of direct work with county personnel to inform them of the program and encourage their assistance in bringing it to the attention of local people. County offices also served as distribution points for the discussion materials.

We were interested in this type program since it seemed to give us an opportunity to broaden our coverage of topics in the foreign policy field. Idaho agricultural producers have a stake in our foreign trade policy, particularly in wheat exports and competition from imports of wool and meats. In addition, they have an interest in our relationships as citizens with other countries.

We believed it worthwhile to spend some effort on this program to gain access to resources of the Borah Foundation and the Foreign Policy Association. In cooperation with the Political Science staff of the University, we examined discussion material prepared by the Foreign Policy Association to satisfy ourselves that

they were of high quality and purely educational in nature.

The Decisions discussion program was set up to operate through self-administered discussion groups. These were organized on a community basis and were led by people within the groups. Our activity was in bringing it to the attention of local people, assisting them in organization, making the discussion material available, and providing leadership training for the people who led the discussions if they felt the need for such training.

Our involvement in the program has continued since 1955. We put in as much effort as possible within the time available. The Foreign Policy Association gave us direct assistance through personnel from the San Francisco regional office in promotion and organization. The Borah Foundation executive secretary helped with organization and promotion.

Our experience with this program indicates several things are required if a self-administered discussion program is to work successfully. First and most important, is that the discussion must deal with a topic having broad appeal. This will give the participation needed to justify the effort involved in organizational and service work. Secondly, there must be willingness on the part of interested people to organize groups and lead the discussion. If the participants have only a passive interest, the necessary leadership will not be available for this type program.

Discussion materials high in quality, brief, and accurate are another necessity. We found that people will not read a great deal and may not read the materials between discussion sessions. This means there is a need for some review or actual study of materials at the time of the session.

Another important factor is that someone in the community must take the lead in organizing the activity and providing the focal point for interested people. This may mean a minimum of work where interested people organize themselves into groups but may require substantial effort where there is no natural grouping of those interested in the discussion topics. Our Extension agents could give some direction and attention to the organizational effort but were not able to provide all the leadership for this kind of effort.

Some groups felt the need for training in discussion leading, others did not. Some groups had one discussion leader throughout the series, others rotated the leadership. We provided leader training on request.

The discussion series was set up on the basis of eight topics. We always emphasized that the number of topics discussed in any group was a matter of their choice. A question-answer sheet was included with each set of discussion materials. These were to be filled out and returned to the Borah Foundation for summary. This was also voluntary.

The topics dealt primarily with foreign policy. As such, they tended to be somewhat distant from the experience of most people and were topics or situations over which they felt they had little influence. As a result, participants tended to be those with a greater-than-average knowledge of foreign policy and with an interest in becoming still better informed. The average person in knowledge and experience is more difficult to bring into the program and harder to hold. These people seem to have more trouble understanding the value of the program as primarily a broadening of their knowledge and understanding of the problems involved, giving them better basis on which to operate as citizens. This objective seemed to be too nebulous for most people.

In conclusion, we think we could tell you that this type of educational approach offers distinct possibilities where the topic or topics to be discussed are of widespread interest, where organizational and service support are adequate, and where the number of topics would be limited in any one season. ■



# Making Flood Waters Behave

## —the story of Cameron, West Virginia

by GEORGE SHARPE, *Extension Soil Conservation Specialist, West Virginia*

A PROJECT worthy of note and stemming from the Watershed Protection and Flood Prevention Act concerns a small city in the southeastern corner of Marshall County, West Virginia, which started and grew up on the flood plains of the Upper Grave Creek. It is called Cameron. For many years floods plagued this town. Some persons moved to higher ground, but others moved in to rebuild or build new homes and businesses in the low area. So life continued and more floods came. The people moved out, cleaned up, and moved back.

Other problems dealing with water were also developing. Droughts were creating an even worse problem than floods. The town's system of wells was no longer adequate to take care of the demand for water. Droughts and the lack of water also brought pollution problems and warnings from the State Water Commission.

These problems, together with the general economic depression, caused some people to leave, but others stayed and began giving serious thought to their dilemma.

Then came the great flood of 1948. Caused by a cloud-burst on the hills of the north fork of Upper Grave Creek, it came so fast at night that little could be done except get people out of the way. The force of the water was so great that it exploded concrete walks, rolled up the blacktop covering the old brick section of U.S. 250. When all was over and a count taken, this

little city had been damaged to the extent of over \$90,000.

A little later another flood almost ruined one of the town's prize industries, a greenhouse and plant garden, and caused over \$35,000 damage to a pottery plant.

To cope with these problems a Cameron Planning Commission was established. Frank Walker, Executive Vice-President of the local bank, was elected President. Under his guidance, the 15-member commission began to look for answers to their problem. At a *Farming for Better Living* dinner, Mr. Walker sat beside his friend, Ben Blackburn, Work Unit Conservationist for the Soil Conservation Service, and talked about floods and water. About this time the Salem Pilot Watershed at Salem, West Virginia, was getting started. Blackburn and the District farmer-supervisors of the Northern Panhandle Soil Conservation District made arrangements for a member of the Cameron Planning Commission to visit that watershed.

After the visit, the Planning Commission and Mr. Walker felt sure they had the answer. So they had a number of meetings with Blackburn, the Soil Conservation District Supervisors, and officials from the State and Federal SCS offices. The first job was to make a survey of all the flood damages. Using the information gathered by many volunteers, the report was prepared and ready when Congress passed the Watershed Protection and Flood Prevention Act, Public Law 566.

With the passage of PL 566, the Governor of West Virginia appointed the State Soil Conservation Committee to act for the State and approve or reject applications for assistance on a watershed project. After a number of meetings of the townspeople of Cameron, assisted by SCS, Extension Service, Agricultural Conservation Committeemen, and Northern Panhandle SCD Supervisors, the application was presented and approved by the State Soil Conservation Committee.

Work was started on the Watershed Work Plan. It soon became apparent that money would be needed—money for easements and rights-of-way for dam sites. One very important item in the plan was a city reservoir such as Salem had developed in its pilot watershed program.

The City of Cameron and the Planning Commission decided to completely replace the old water system—wells, pumphouse, and all. This water system had been commissioned in 1857. Thus it had been in operation over 100 years by the time the new plant was ready.

The final work plan, which was estimated to reduce annual losses of over \$93,000 from floods and sediment damage by \$62,000, was signed on September 29, 1955. The Northern Panhandle Soil Conservation District ap-



*First dam built under Public Law 566 in West Virginia serves for flood control as well as city water supply.*



proved on October 6, 1955. Then the plan went to the Cameron City Council where it was approved and signed. This final draft was sent to the SCS administrator for signature, approval, and processing.

Now they were really on their way. The commission started out to raise \$15,000. They actually came up with pledges for about \$26,000 and have collected over \$20,000 to date. The Volunteer Fire Department took an active part in raising these funds.

Easements and rights-of-way had to be obtained. The city sold bonds for \$185,000 for the city reservoir and bought the site for the new plant, dam, reservoir pool, and flood water area. The city received a break in 1956 when Congress amended PL 566 so that the Federal Government could pay for all flood water storage or flood features in the multipurpose dam. This saved the city about \$21,000.

The City of Cameron had in operation the first plan under PL 566 in West Virginia, and the first multipurpose dam, for city water supply and flood control features, under this Act in the Nation.

Things were beginning to move fast: the first contracts were let on August 8, 1957.

The site for No. 3 dam had to be purchased so a group of citizens put up the money to buy it. All other sites with one exception were donated for some small compensations. On three sites the landowners gave the land in exchange for water rights for their cattle, which required only water lines and concrete watering troughs. As it turned out this was better than money in the bank because in 1962 and again in 1963 this was the only water these farmers had for their livestock. On another dam site, a road had to be built over the dam so the farmer could get to the upper end of his farm.

Still another problem which had to be worked out by the Commission was getting pipelines, both oil and gas, moved out of an area where the dams were to be built. On dam No. 7 they ran into some difficulty. The company who owned the pipelines wanted \$11,000 to move their lines. It was here that the State Legislature came to the rescue of West Virginia's Watershed programs. It appropriated \$50,000 to the State Soil Conservation Committee to be used by Soil Conservation Districts for helping small watershed associations purchase easements and rights-of-way. The State Committee made available the \$11,000 needed for Dam No. 7. But still the Pipeline Company refused, so an alternate site was purchased for \$2,600 with the rest of the money being returned to the State Soil Conservation Committee's watershed fund to be used on some other project.

The dams are built and little has been said about the 3.6 miles of stream channel that had to be straightened, deepened, banks sloped, and seeded. Former Mayor Richard Burley, who owns and operates a tire retreading garage in the former flood zone area of Cameron said, "Now that we have all seven dams built and the creek straightened you will have to go to the next hollow or at least over the hill to see a flood." He pointed out that last spring Wheeling Creek, which is just over the hill from Upper Grave Creek, flooded and caused well over a million dollars damage. Dam No. 7 was not quite complete, but Upper Grave Creek stayed in her banks.

Another part of the project which deals with the 4,920 acres (320 acres are in Pennsylvania) in the project is to assist the landowner and farmer to complete conservation practices established on the land above the dams. Thirty-one of the 41 farmers are co-operators with the Northern Panhandle Soil Conservation District. Most of the land is in pasture, hay, and forest. Twenty percent is Class VII land and 50 percent has lost 50 to 75 percent of its topsoil. Very little grain is grown now, and most of it is in small areas that are nearly level or in contour strips. About 60 to 70 percent of the open land has been limed, but only 10 to 15 percent treated with fertilizer. Ten of these farmers have revised their conservation farm plans since 1961.

The agriculture in this area is now in its third phase. The area started as a grain-producing section with farmers selling their grain to "drovers" as they drove herds of cattle to eastern markets. The next phase was fine wool sheep, and here some of the finest wool in the world was produced. Now, in the third period, they have changed to dairying. A large milk company operates a bulk station at Cameron.

Now you would think that these people would be satisfied. But they are not. They have found that by working together they can do things.

New businesses are coming to town. The leather goods factory is adding a small tannery: this plant employs 80 women as stitchers. A small metal works plans to expand. The glass cutting business has increased. The greenhouses are now well protected and are back in business bigger than ever.

One program which was missed in the early planning and wasn't started until it was too late to get it included in the project, was a recreation area. But plans are in progress to take care of this beginning this spring. At present they are thinking of the area above the city reservoir.

This spring, Cameron is also planning to start a much needed sewage disposal system at an estimated cost of \$200,000. In view of what the 1,700 public spirited citizens of this little city and community have already accomplished, this project too should become a reality. ■

*Cleaning debris from US Highway 250 after 1948 flood.*





# People Learn Leadership In Local RAD Committee

by JEAN CASTLE, *Extension Home Agent, Beltrami County, Minnesota*

**A**S WITH any effective program in Rural Areas Development, the secret of success with Health, Education, and Welfare committees is to utilize local leaders.

Once the process is started, it can create a chain reaction. You start with local community leaders who call upon other reliable, energetic, and sincere persons. These persons in turn inform others, and you have—in a very real sense—a people's program.

Beltrami County's RAD program is carried out by nearly 500 volunteers. They face many of the problems shared by other small communities in the United States. Three valuable assets at their command are: An understanding of the county situation; an awareness of the goals they wish to achieve; and an eagerness to find the direction in which they must begin.

Beltrami County is located on the edge of the northeastern complex in Northern Minnesota, with a population of 23,425 and a median income (including all workers) of \$3,949. Out-migration is most evident among people from ages 18 to 25 who find more favorable employment elsewhere. Agriculture, forestry, and tourism are important in the county.

Among the seven committees of the Beltrami County Area Development Association, is the Health-Education-Welfare committee. Under the enthusiastic direction of Mrs. Jim Grier, the first chairman of the group, the committee took a long look at the county situation. Since the committee was free to develop a program to suit the needs of the county, it began with the main area of health.

In order to begin any organized effort, a group must have information about the local situation. To collect information, women from all

over the county cooperated in completing a health survey. Since no county public nurse was employed, the women investigated this situation. They found funds were available for this position and a qualified public health nurse was found and hired.

When Extension agents have organizational responsibilities, they often select workers who have been active leaders in previous Extension activities.

The RAD program was expanded to involve many new clientele in Beltrami County, including community leaders who felt the challenge of the program. People who had not been considered to be local leaders often became effective members of the county RAD team.

All the HEW committee members cooperated in writing the Overall Economic Development Plan (OEDP) for Beltrami County. New leaders showed real promise as they related the county plan to their own communities.

## Problems of the aging

The HEW committee is primarily interested in raising the level of family living in the area. Mrs. Grier pointed out that 10 percent of the population was 65 years of age and above, and the only organized programs centered around three "golden age" church groups.

With these facts in mind, a county-wide meeting was held dealing with the problems of aging. A dynamic guest speaker, group discussion, and informal chatting over refreshments all contributed to the group enthusiasm. Of the 100 persons attending, over 30 volunteered that day to assist in a county program. When these 30 met a week later, the Beltrami County Senior Citizens Council was formed.

After that meeting the "oldsters" launched into action. A huge picnic for senior citizens was the first project. County merchants cooperated to supply refreshments. Prizes were awarded, the Governor of the State was the guest speaker, and over 500 persons from all over Northern Minnesota attended.

A special cooking school, initiated by the council, was presented for senior citizens by home economists from a local electric power company. *The Basic Four in the Diet*, *Cooking Nutritious Food for Two*, and *The Use of Appliances* gave valuable information to stimulate improvement in the diets of older persons.

## Housing and craft projects

Inadequate housing is a problem of the area, since half of the dwellings are not in sound condition and have no plumbing facilities. The council's housing subcommittee is promoting cooperative or civic-owned apartment building facilities for senior citizens.

Older persons have free time to devote to hobby and craft work, and fill many leisure hours in this manner. However, with meager pensions, some find it difficult to buy materials to pursue their hobbies.

Working on the theory that if the articles could be sold, older men and women would be able to afford their hobbies and also realize some extra income. A hobby group was organized and training workshops were developed to teach art principles and methods of making attractive articles for sale.

The Bemidji Chamber of Commerce provided space in the information building, located in a prime spot near the statues of Paul Bunyan and Babe the Blue Ox, a famous tourist attraction in the area.

Although any hobby craft was accepted to be sold, special emphasis was placed on articles made from native materials. At the end of the first 2-month season the manager of the Senior Citizens Craft Shop, reported \$3,000 worth of locally-made articles sold. The committee could not keep up with the demand for articles and the shop was sold out part of the time. Although the HEW committee objectives are to improve family living conditions, the mem-



bers take new courage when the by-product of an activity shows such financial promise.

Plans for this summer are to operate on a 3-month season with coordinated work schedules of volunteer help. The group has been working all winter to encourage local residents to stockpile crafts for summer sale. The net earnings were earmarked for a badly-needed community center where groups of all ages could meet.

Until the Senior Citizens Council can muster enough support for a community center, recreation and social get-togethers are held in the demonstration kitchen of the local electric cooperative, in the warmup area of the curling club, whenever group activity is possible. For many older people, this is the only outside stimulation in their otherwise lonely lives.

Work items on the agenda for the council include an area hobby show, development of recreation groups in all areas of the county, a visitation service for persons confined to their homes, and regular educational programs for senior citizens.

### Education study

When Mrs. Grier moved to another State, chairmanship of the HEW committee went to Paul Olstad, Beltrami County treasurer. The committee then embarked on a study of education.

Adequate school systems are provided for kindergarten through grade 12 and Bemidji State College offers Bachelor and Master's degrees in a variety of areas. The committee took a close look at the youth who leave the area upon graduation, the youth who find local employment, and the youth who end up in the unemployment lines. The committee noted a definite need for vocational training in the skilled and semiskilled trades that was not being met in the county.

A vocational training study group consists of local businessmen, civic leaders, PTA leaders, school representatives, employment service personnel, farmers, and homemakers. This group sponsored a survey which was carried out by the area vocational training coordinator. Survey forms were completed by all high school juniors and seniors in a 50-



*Mrs. Charles Sattgast shows pine cone tree to two craft shop volunteers.*

mile radius of Bemidji, indicating their plans and preference for further education.

This survey gave the group concrete facts from which to work. The project is still in the developmental stage, but the committee is hopeful that something can be done for this segment of the educational system.

The project would not only mean an improvement of the education level of the people, but could result in greater economic growth for the area if a ready supply of skilled workers would attract an industry to the area.

### Extension's role

All the organizational meetings of the RAD groups were initiated by the County Extension Service. When the particular committee or project was ready, it was placed in the hands of an interested and reliable local leader. Extension workers continue to act as resource persons for the groups and assist with some of the clerical work. Agents also handle much of the publicity.

The HEW committee is quite help-

ful in program planning for the regular Extension program by suggesting needs and problem areas throughout the county.

"To do the most with what we already have" is pretty much the philosophy of the HEW committee. All their special projects and activities have been carried by volunteer donations with no special public funds from local, State, or Federal sources.

The strength gained by working through a group has been recognized by committee members. This was pointed out by a rural man who said, "I have been aware of these problems for years and could not do anything alone; now I feel anything we do as a group will be of real help."

In any successful project there are countless unrecognized workers. This is true of some 200 different volunteers who have assisted with HEW programs. In Beltrami County these persons are rewarded with the knowledge that they have contributed in their own capacity to make the various projects successful and their communities better for their neighbors and themselves. ■

# Arkansas Develops Rural Recreation Program

by T. R. BETTON, *Arkansas Extension Service*

■ In 1963 Arkansas began four rural area recreational programs for Negro youth. Three of these programs will be continued in 1964 and the fourth is being expanded into a countywide program. Records show that about 25,000 attended the supervised programs.

The need for the program was seen by T. R. Betton and Marguerite P. Williams, agents for Negro work in Arkansas, W. M. Pierce, fieldman, Arkansas Farm Bureau, joined the group for initial planning.

In developing the program, leaders were primarily concerned with creating situations in the rural areas that would offer wholesome and supervised recreation for Negro youths during the summer months. The program, designed to include both educational training and recreation included athletics, conservation, outdoor living, handicraft, career exploration, and community service-type projects.

Director C. A. Vines indicated that the need for community recreational programs was acute and suggested that the committee continue with plans. The assistant director, district supervisors and 4-H Club agents gave their sanction to the program. They helped to prepare a statement of objectives and a list of activities that encompassed the scope of the proposed pilot programs. Dr. Kenneth L. Johnson, director, Department of Physical Education A.M.&N. College, Pine Bluff, helped to develop the complete community recreational program which will serve as a longtime guide to leaders.

Programs are fine, but it takes money to operate them. The committee was faced with "where does it come from." I approached the presidents of A.M.&N. College and Philander Smith College of Little Rock about making scholarships available to junior students majoring in physical education or the social sciences.

Dr. Lawrence A. Davis, President, A.M.&N. College agreed to grant as many as four \$400 scholarships. Dr. Roosevelt D. Crockett of Philander Smith College agreed to set up two \$200 scholarships. To offer further financial help 22 County Farm Bureau units donated \$10 each to be used in the four programs. Other private contributions amounted to another \$200. The program was sponsored in each of the areas by a local committee who worked in the community in raising funds for the summer activities.

The Lakeview community in Phillips County raised almost \$1,200, and during the summer attendance reached some 15,000. This project was sponsored by the Lakeview Cooperative and the Lakeview School. Community leaders agreed on the value of organized recreation to the community.

The Wynne community in Cross County was sponsored by local citizens. With the help of other members in the area the community raised \$5,926.

In the Blackville community in Jackson County the committee raised \$570.

The Barnes Memorial Physical Fitness Program in

Jefferson County, raised some \$425. With this kind of financial cooperation from the local communities the programs were assured in the four areas for 1963.

The proposals made to the local people in organizing their committees suggested that the program be broad enough to include activities for both boys and girls with provisions for some activity for adults. Sponsoring groups were to determine the activities which were best suited for the youth of the particular community. Outside resource persons were available to assist either group in developing ideas and program activities.

The Lakeview project offers a good example of the planning. In meeting several times and calling on resource persons, the committee developed a recreational program consisting of: Swimming, volleyball, tennis, baseball, softball, basketball, horseshoes, and archery. To do this type program they had to develop a beach, court, field, and picnic areas in the overall recreational area. Almost everyone worked on the project. The program was so successful that the committee called together resource persons, agricultural agency persons, and others to discuss continuing and expanding the program for 1964. Out of the meeting, held near the close of the season, came suggestions for a permanent recreational area to include 10 cabins, a community building, baseball park, swimming pool, skating rink, and bowling lanes. The group was talking in terms of \$200,000 to \$300,000.

The college boys who supervised the program did an adequate job. The scholarships by A.M.&N. College and Philander Smith College will be continued in 1964 and with the pilot projects a year old, the leadership in the communities look forward to an improved program in the four rural areas.

In addition to the scholarships the communities contributed from local funds from \$40 to \$60 per week to the boys for salary, room, and board. Plans are being made to fully utilize all six scholarships this year. Both Dr. Davis of A.M.&N. and Dr. Crockett of Philander Smith are putting the support of their institutions behind this program. They are working with other persons at the State level in Extension in the further planning of an overall program which would include many other areas in eastern and southern Arkansas. In the future they will present a proposal to a foundation for assistance in the development of a rural recreational program for youth and adults.

An evaluation made at the close of the summer activity indicated clearly that the program was well received by the local citizens. Comments from them have given the impetus for Extension to continue to work with interested persons at the State and local levels in expanding this type of educational and recreational assistance in the future. ■



# Oregon 4-H'ers Learn Public Affairs Firsthand

by BURTON S. HUTTON  
State 4-H Club Leader  
Oregon

■ Each February a representative group of Oregon 4-H'ers travels to Salem to study their State government. The study is made in cooperation with elected and appointed officials. Both groups—the youth and the State officials—report the experience to be one of the highlights of the year.

The first conference was held in 1958 at the State Capitol and has been held annually since that time. It is dedicated to the principle of aiding a select group of 4-H Club members to better understand “the responsibilities of citizens to their government, and the responsibilities of government to the citizens.” The initial program was developed in cooperation with the Office of the Governor. This procedure has been continued.

To participate in the conference the 4-H member must be 16 years old. Each of Oregon's 36 counties may send two delegates, one girl and one boy. The conference is the setting for the selection of the Oregon delegation to attend National 4-H Club Conference in Washington, D. C., the following April. Every delegate in the conference is interviewed. Three teams composed of businessmen and women, local 4-H Club leaders, and Extension personnel do the interviewing. Through this process an additional learning experience is provided for each 4-H delegate. At the same time the nine interviewers learn about the Oregon 4-H education program. Visiting with 74 young people between the ages of 16 and 19 gives a liberal indoctrination into what is taking place throughout the State—4-H-wise and otherwise.

The teaching program in this public affairs adventure on the part of the 4-H delegates is tooled to fit the biennial legislative situations. On the year when the Oregon legislature is in session the program naturally is more heavily oriented to the legislative phase of government. At no time, however, is the total program without suitable association with the executive and judicial side of governmental life as well as legislative.

The program is built on the basis of a discussion experience. The 1964 program illustrates this. Following an orientation session, the next day found the delegates in the House of Representatives chambers where the Secretary of State visited with them as did a representative from the Senate and House of Representatives. The delegates had an opportunity to question these men on the subjects discussed. At the supreme court building the chief justice was on hand to talk to the delegates in the court room. Questions again were the order with each delegate stepping to the front in the manner of an attorney addressing the court in a regular session.

The Governor answered questions at an informal



*A group meets with the Oregon Forestry Department.*

meeting and similar experiences followed with the State treasurer and the legislative counsel.

But there is another part of government, the many vital departments that execute the functions of government and likewise affect the lives of all citizens. In the off-legislative year, such as 1964, representative departments work with the conference program. This year they were employment, Elections, Forestry, and Police.

The government officials have praised the nature of questions asked by the 4-H'ers. This reflects credit to the delegates as well as to the volunteer leaders, parents, school teachers, and county Extension staffs.

At the close of the conference there is evaluation by the delegates and on-the-spot reporting. Ideas are gained for the refinement of future meetings. The interviews have been completed and the delegation to National 4-H Club Conference announced. The delegates leave for home, a portion of their adventure completed. The remainder will be through the telling of their experience when they get back to school, their club meetings, and many other occasions where they may talk about “their” government and how they plan to “live with the framework” established by it.

Part of the dream about this conference was that it would set the pattern for the holding of similar “county 4-H conferences” tailored to the theme of “knowing your local government.” This is being realized. Approximately a third of the Oregon counties now hold these conferences to study the local government. The youth visit the county courts, school officials, law enforcement officials, juvenile courts, detention facilities, and many other offices and services.

Usually the county conferences accept delegates from the ninth grade up.

Through this process of public affairs teaching, the Oregon 4-H Education program looks forward to the time when every Oregon county will be participating in this public affairs adventure. Through the combined process of the State and county conferences an ever-increasing number of 4-H Club members will have the opportunity to see how important elected officials are to the lives of the people of the State. In doing this, they will have reflected for them, partly through their own discussions, their part in this process. ■





# RURAL RECREATION:

## a commodity with no surplus problems

by E. L. STEWART  
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 LaFayette, Alabama*

and ROBERT R. CLARK  
*Rural Resource Development Specialist  
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**A** NEW TYPE of farming—cultivation of recreation—may spread over Alabama within the next decade. At least this is true if farmers and landowners foresee and take advantage of the opportunities as John C. Sharpe of LaFayette did.

Mr. and Mrs. Sharpe live on a 200-acre farm in the White Plains community of Chambers County. They are the fourth generation of Sharpes to own and operate this particular farm.

The Sharpes' operation of this farm has an interesting background. Until the early forties it was operated as a general row-crop farm with cotton being the major source of farm income. In 1943, the Sharpes added dairying to their farm program. Their decision to produce milk resulted from the establishment of a nearby manufactured milk plant. Sharpe continued to expand

his dairy enterprise and after 3 years of operation, converted to grade A milk production. Dairying became and remained the major source of farm income until the mid-1950's—at which time they were milking 32 cows. This farm program provided the Sharpes and their two children with a comfortable farm income.

During the last 3 years of their dairying program, they began converting the farm into a commercial recreational enterprise. There are several reasons for making this change. A lack of family labor and Sharpe's own health were important factors in making the decision. Perhaps the main reason, however, was his vision of the future need for outdoor recreation facilities in the area. He realized the farm was easily accessible to the population of several small towns. He also realized that this population had the income, time, and desire for this type of recreation.



One of the main interests noted by Sharpe in the early stages of development was the demand for a suitable place to hold family reunions. He says, "This interest strengthened my own feelings toward developing a good wholesome outdoor recreation program for the entire family." Based on his past operation and future development plans, Sharpe has kept the entire family idea foremost in his mind.

At the time the Sharpes stopped dairying, about 100 people per week were visiting the farm for family reunions. During the past season, more than 600 people per week visited the Sharpe playground. He says, "I stay completely booked up in season on weekends and maintain a steady business during the week, most of which comes from within 50 miles of the playground."

It's easy to see why this enterprise is successful when you look out over the beautiful rolling countryside which was once row crop and pasture land. The numerous lakes and scenic woodlands give a picturesque setting for outdoor recreation. The entire playground is centered around an old log house built in 1875 by Sharpe's father. Five lakes—involving 50 acres—are stocked with bream, bass crappie, and channel catfish, offering a variety of fishing for the entire family. An 18-hole golf course, with sand putting surfaces, is developed on 75 to 100 acres where cotton and pasture grasses once grew. Two well-laid-out softball fields are conveniently located and are enjoyed by both children and adults.

Adjacent to the log house is a picnic and playground area. It includes picnic tables and barbeque pits, swings, merry-go-rounds, and six other types of rides. Facilities for other games include: Dirt basketball court, volleyball court, badminton, horseshoes, and concrete shuffleboard lanes.

Other facilities available consist of two family-size cabins, a small concession stand, a lookout tower, and an open-air chapel for devotions and church-sponsored programs.

Perhaps the most unique feature of Sharpe's operation is his ability to utilize available resources in the playground development. Much of the no longer needed farm machinery and equipment was used in building playground equipment. Parts of the old syrup mills, horse-drawn wagon, hayrake, and stalkcutter were used in constructing the merry-go-rounds. Disk harrow disks were turned upside down and painted to serve as softball bases. Timbers and lumber used came from woodland on the farm.

According to Sharpe, "It is impossible for me to determine my investment due to the unique way in which I developed the facilities; however, the investment is extremely low, a large part of which is my own labor."

The Sharpe playground is considered a commercial enterprise and is a major source of the family's income. But when you consider the prices charged, it becomes evident that factors other than income are also important to the Sharpes. An individual can spend the day and enjoy the picnic, playground area, and rides for 10 cents. To play golf, an extra 50 cents is charged. Sharpe says, "I have seen as many as 50 people on the golf course at one time." To fish in any or all of the five lakes, a charge of 50 cents per day is collected. Tables for family reunions may be reserved a year in advance for \$1. An average of three to four family reunions are held per weekend during the summer season. However, as many as 11 reunions have been held at one time. The \$2 per day charge for the cabins keeps them in demand by families and scout groups.

Sharpe says that these prices are below average for this area. The authors fully agree. Most pond owners charge a minimum of \$1 per person per day for fishing in the area. The usual fee for playing golf ranges from \$1.50 to \$3.00 per day. Other similar recreational facilities charge at least 2½ times the entrance fee charged by Sharpe. Other charges could also be compared.

*Below, Sharpe points out the chapel area and right, he indicates a good fishing spot in one of the five lakes.*





## RURAL RECREATION

### Continued

A wide variety of groups and individuals visit the "Sharpe Playground." These include family reunions, church groups, scout groups, civic clubs, 4-H and FFA clubs, farm organizations, community clubs, and families and individuals.

Sharpe says that he has received requests from large groups to reserve the entire playground. Of these organized groups, Sharpe rates family reunions and church groups as the most frequent visitors. He also rates picnicking as the most popular activity—fishing and golf follow.

Although the activities are varied and the facilities are kept busy, Sharpe—70 years old—and one additional hand run the operation.

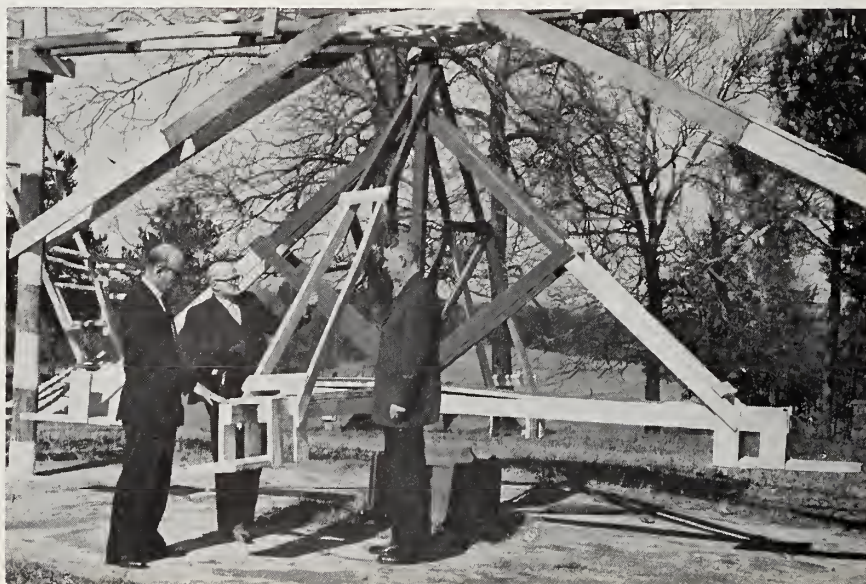
Sharpe believes that a project of this type calls for continuous improvement and development; that new facilities should be added to meet new demands and to reach other interest groups. With these ideas in mind, he has plans to develop facilities to serve campers, identify all trees in the area, develop nature and hiking trails, and provide riding horses. An additional lake is to be built and stocked.

As already indicated, Sharpe believes that there is an ever-increasing demand for more and better outdoor

recreation facilities. At the same time, he points out that not everyone can be successful in recreational adventures. He feels that the operator must enjoy working with people. "I get great satisfaction in providing clean, wholesome recreation," says Sharpe. "It is much more enjoyable than plowing a mule or milking a cow." Sharpe places great emphasis on clean recreation. He says that this was one reason a golf course was added. He calls it a *game of honor*. "Golf," he continues, "is like life—you have your obstacles to overcome." This expresses the philosophy that governs the development of Sharpe's playground.

Although Sharpe has been primarily responsible for the development and management decisions, he is quick to recognize assistance in planning and development provided by several organizations, agencies, and individuals. Special assistance has been given by the Cooperative Extension Service, Soil Conservation Service, and the Agricultural Stabilization and Conservation Service.

Since the Rural Areas Development Committee was organized in Chambers County, Sharpe has been a member of the subcommittee on tourism and recreation. He believes that the RAD approach will do much to promote future recreational developments. Through committee meetings, discussions, and contacts with local leaders, Sharpe has broadened his views and gained a better understanding of the needs and potentials for further developing his recreational enterprise. ■



*The authors and Sharpe look over the children's playground area.*